

U.S. Department of State

CIVILIAN RESPONSE

The Newsletter of S/CRS



S/CRS Supports
PRTs in Afghanistan
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Office of the Coordinator for Reconstruction and Stabilization

April-May 2008, Issue No. 4

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Message from the Coordinator



The past few weeks have witnessed significant developments for S/CRS and for overall U.S. Government efforts to develop the tools needed for effective planning and implementation of reconstruction and stabilization (R&S) operations.

On March 5, with broad bipartisan support the House of Representatives passed H.R. 1084, the Reconstruction and Stabilization Civilian Management Act of 2008. If the Senate passes H.R. 1084 as well, it will legislatively establish S/CRS and expand the existing Active Response Corps and Standby Response Corps. It will also permit us to access up to \$50 million from the FY 2007 supplemental appropriations bill to establish the Civilian Reserve Corps requested by President Bush. We also continue to brief Congress on the \$248.6 million Civilian Stabilization Initiative submitted by the President as part of his budget proposal for FY 2009.

Organizationally, S/CRS has been leading interagency efforts to develop and finalize key elements of the reconstruction and stabilization framework called for in National Security Presidential Directive 44. These elements include an interagency Planning Framework, a comprehensive system for training "first responders" and future reservists, and strengthened civilian capacity, among others.

Operationally, S/CRS has been busy as well. At the end of March a team of planners returned to Afghanistan to work with Provincial Reconstruction Teams there. Additional teams will deploy shortly. We have also supported training at Fort Bragg for new leadership preparing to deploy to PRTs in Afghanistan. This month we have staff on the ground in Afghanistan, Sudan, Kosovo, and at AFRICOM and SOUTHCOM headquarters.

Finally, on March 18 I had the honor of traveling to Brussels to formalize with the European Union a U.S.-EU Work Plan on civilian crisis management. This document creates a framework for deepening practical cooperation between the United States and the EU and its member states in R&S and related subjects, which will allow us to work more effectively with more partners in future R&S missions.

—John E. Herbst

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STORIES FROM THE FIELD:

ARC Members Support the International Civilian Office in Kosovo

By Charlie Wintermeyer, S/CRS ARC Member



The night before Kosovo's independence, the author stands with signs thanking the US, UK, and EU for their support.

Less than two weeks after Kosovo declared independence on February 17, the International Steering Group (ISG) -- composed of a number of countries that have recognized or pledged to recognize Kosovo's independence -- appointed a senior EU official, Pieter Feith, as the International Civilian Representative (ICR) to oversee implementation of the Ahtisaari Plan for Kosovo's supervised independence. The International Civilian Office (ICO) supports the ICR in ensuring that the new Government of Kosovo meets its obligations to fully implement the Ahtisaari Plan, including protection of minority rights and religious and cultural heritage sites.

To support this effort, two members of the U.S. Government's Active Response Corps have been seconded to the ICO. This is the first time that ARC members have been assigned to an international organization rather than under Chief of Mission authority at a U.S. Embassy or field office.

S/CRS engagement with the ICO began last year, when ARC team leader Bob Ripley and ARC member Sally Nist deployed to Pristina to help stand up the ICO Preparation Team (which became the ICO on March 29). Today, three of the ARC's eleven officers are here in Kosovo. Sally Nist has returned for a second deployment to assist with ICO budget matters, while I have been assisting on planning for five

ICO Field Offices throughout Kosovo (a very fluid initiative given fast-changing circumstances on the ground). Meanwhile, ARC officer Beverli DeWalt is assigned to the U.S. Embassy in Pristina (USOP), working on political issues and monitoring contingency and crisis planning in light of Kosovo's declaration of independence.

On the U.S. side, the ICO will continue to be staffed with three Foreign Service Officers in Pristina on one-year assignments from State's European Bureau: Fletcher Burton (who serves as the Deputy ICR), Henry Kelley and Chris Midura; and three State Department contractors: Andy Michels, Scott Thayer, and Steve Hill. Most of the other International Staff members are from EU countries.

Beverli and I arrived before the declaration of independence, and have found the situation both complex and fluid. Kosovo has been administered by the UN Interim Mission in Kosovo (UNMIK) since 1999. Russia has blocked the UN Security Council from amending its mandate to transfer governmental functions to the Government of Kosovo as an independent state. The EU and NATO have active roles here, but not all NATO and EU member states have recognized Kosovo's independence. The Organization for Security and Cooperation in Europe (OSCE) has a strong field presence throughout Kosovo, but its mandate is uncertain because OSCE member states Serbia and Russia strongly oppose Kosovo's independence.

Despite the demands of the work, this assignment has been very rewarding, and I have enjoyed my time in Kosovo. However this deployment does pose unique challenges, such as working for a largely



In Prizren, ARC Member Beverli DeWalt visits a cordoned-off area of burned-out homes destroyed during fighting in 2003.

European international organization on the first case of "supervised independence" in the world, albeit with strong opposition from some quarters. Also, the presence of so many international organizations



working together in such a small area is a learning experience for us all.

The biggest challenge is planning for multiple contingencies as we try to keep ahead of events on the ground. To use a phrase we often employ in S/CRS, it's like building the airplane while flying it!

S/CRS Supports PRTs in Afghanistan

Introduction

The leadership of Provincial Reconstruction Team (PRT) Sharana asked the Governor and his top officials to discuss their thoughts on what needed to happen to achieve stability in Paktika Province.

"We need to work harder to give opportunities to our youth here in Paktika; right now too many of them are joining the Taliban when they have no education or training," said a Provincial official in the evening meeting, held at the PRT headquarters.



Nuristan PRT Commander Samuel Paparo and State Department representative Greg Phillips discuss the USG Support Plan for Nuristan with district leadership. Tod Wilson (right) and Ciara Knudsen facilitated the 7-day planning process in Nuristan with members of the PRT, Task Force Bayonet and Task Force Phoenix.

Using a planning process developed and facilitated by an S/CRS-led team in Afghanistan, representatives from PRT Sharana had spent Thanksgiving week working on a strategy to support the province. In this meeting, over a traditional Afghan meal and ice cream, it was time to hear the opinions that counted most: those of their Afghan colleagues.

This process was one of 12 that S/CRS-led teams conducted in Afghanistan from August to December 2007. Working with the Bureau of South and Central Asian Affairs (SCA) and the U.S. Embassy in Kabul, two planning teams of S/CRS facilitators, representatives of Combined Joint Task Force-82, and USAID officers traveled throughout the 12 U.S.-supported provinces of Regional Command East and

Regional Command South. Each planning process required 7-10 days of facilitated discussion with the PRT.

Moving by military helicopter, ground convoy, and PRT Air (a joint Department of State and USAID operation), the teams scrambled to meet tight deadlines despite bad weather, erratic communications and occasional but sharp reminders of the ongoing insurgency against the Government of the Islamic Republic of Afghanistan. Thanks to the commitment and support of Embassy Kabul, CJTF-82 and the USAID Mission, the teams were able to meet common goals and contribute to the broader mission in Afghanistan.

"PRTs were formed and sent out into the field quickly, to find out what was going on outside Kabul and try to influence it as much as possible," said S/CRS Active Response Corps (ARC) Deputy Director John Mongan, who served on the planning team and is a PRT veteran from 2004. "They hit the ground running—and never stopped.

"This process lets the PRTs—military and civilians in one group—step back and figure out, based on what they know from their time in the province: 'Where is it feasible for us and the Afghan Government to be in this province in 3-5 years? What impediments lie in our way? What can we and our successors do in our operations to address those impediments?'" Mongan explained.

"Most critically, they let the PRTs raise those issues they can't solve alone, and which will require outside support or resources. That information lets their military and civilian superiors know what the PRTs really need, and how that influences what more senior decision-makers need to be thinking about."

Fulfilling the mission

The planning mission began to develop in late December 2006, when incoming CJTF-82 Commander Major General David Rodriguez requested assistance from S/CRS to help maximize PRT effectiveness. S/CRS' exploratory team traveled to Kabul in March 2007 where they assessed the possibilities and proposed to CJTF-82 and Embassy Kabul that small teams be sent to facilitate whole-of-government planning within PRTs. The team first deployed from May through August 2007 and piloted a process and methodology to bring together military and civilian planning and subsequent operations in the field. This process was tested at the PRTs in Nangarhar and Laghman, where its value immediately became evident. The process was strongest where all the interagency players in a province were involved, building up the team relationship towards a common goal with a common purpose: support to the Afghan-led processes in the Province.



Building on these two pilots, S/CRS deployed a total of five persons in two teams to facilitate the interagency planning process at all U.S.-led PRTs. From September through December 2007, S/CRS members Tod



In Parwan, the PRT has been involved in a push to improve district schools and education and to assist the communities towards stability. The PRT planning process was developed to assist the PRT to focus these efforts and develop a longer term vision for how to assist the Government of Afghanistan and civil society in Parwan.

Wilson, Don Boy, John Schweiger, Ted Kanamine, Ciara Knudsen and John Mongan and colleagues from USAID and CJTF-82 traveled to Kunar, Panjshir, Kapisa, Parwan, Paktia, Paktika, Khost, Ghazni, and Zabol. Unfortunately operational constraints ruled out traveling to PRT Farah, the last of the U.S. PRTs.

At Bagram Airbase the team worked with the New Zealanders from PRT Bamiyan to complete a modified planning process, and with the interagency staff at CJTF-82 at the division level to identify their five-year objectives. Additionally, the team worked with Task Force Bayonet (Jalalabad) to modify the PRT planning process for use at the Brigade level, and to develop a pilot concept for more integrated civilian operations at the Brigade level to better support both PRT operations and the requirements of national-level headquarters.

The goal of the provincial planning process was largely successful, providing field analysis from the provinces to CJTF-82 and the Embassy, developing a 3-5 year end state for each PRT, establishing continuity for incoming PRT teams, and introducing an advocacy tool for accessing and prioritizing resources.

The S/CRS mission did not end on returning home: the Office was tasked to make sure that the next group of civilian and military leaders going out to the PRTs would benefit from what their predecessors had developed. This meant feeding in the concepts, intent, scenarios, and situational awareness of the PRTs in the field into their successors'

interagency pre-deployment training at Ft. Bragg. The key to this was developing a scenario for training at Ft. Bragg that reflected the absolute latest conditions that PRTs were seeing on the ground and the challenges with which they were grappling. It was also critical that the new leadership going out got to train together as a team, developing the assessments, plans and partnerships they would need when they had to hit the ground running.

For the two week interagency training in February, the S/CRS teams again deployed - this time to the comforts of Fayetteville, North Carolina to introduce the incoming PRT leadership to the interagency planning process that their predecessors are using in the field. Several of the S/CRS Afghan "hands" then remained at Ft. Bragg to coach the new teams in the culminating field exercise. This exercise tested the teams in a fictional PRT in the North Carolina woods, designed to replicate the security, cultural, and physical realities that they would be facing in Afghanistan (but with more trees and rain). With more than 200 "Afghan" role-players acting the parts of people the PRT members would meet in the field, the PRTs practiced meeting with the Governor, helping to resolve disputes at a local shura (village council), working with local and international NGOs and evaluating the quality of projects, among other tasks.



PRT Paktika complete their situational analysis during the planning process with help from Ciara Knudsen (right), Tod Wilson and Ted Kanamine. Commander Ed Fernandez, USAID representative Paul Ware, and the military staff of PRT Paktika (pictured) included in the plan the wide range of efforts ongoing in Paktika to stabilize this large and isolated province on the border with Pakistan.

Following up

At Embassy Kabul's request, S/CRS is now deploying a new team to execute the pilot brigade civil-military integration concept developed last fall with the Embassy PRT Section and Task Force Bayonet in Jalalabad. S/CRS will then send another planning team to follow-up and update the Provincial support plans this spring.



Ambassador Herbst Visits Brussels to Formalize US-EU Work Plan on Crisis Management and Explore Opportunities with NATO

Ambassador John Herbst on March 18 signed and exchanged diplomatic notes with the EU Presidency, formally confirming the joint implementation of a U.S.-EU Work Plan on Technical Dialogue and



Ambassador Herbst and Ambassador Ipavic formalize the U.S. EU Work Plan for civilian crisis management. (Photo: The Council of the European Union)

Increased Cooperation in Crisis Management and Conflict Prevention. Ambassador Herbst noted that the framework for cooperation that the Work Plan provides could become the most significant and important U.S.-EU instrument for stabilization operations in the coming years, particularly given the roster of 11,000 civilian experts available to the EU and the 2 billion Euros the EU has committed over the next six years.

USAID Administrator Henrietta Fore, who witnessed the exchange of notes between Ambassador Herbst and Slovene Presidency Representative Metka Ipavic, welcomed this as an important step in the development of international efforts to help stabilize countries at risk of collapse. Ambassador Ipavic stressed that deepening U.S.-EU cooperation was an important response to the evolving security challenges faced by both sides.

Initiated in 2005, but only approved by the Council of the European Union and the U.S. Government in December 2007, the Work Plan provides a framework for cooperation in civilian aspects of crisis management and conflict prevention. The Work Plan promises to advance a number of areas for further U.S.-EU cooperation, including cross training, the sharing of analysis, and expanding efforts to build

capacity in other international organizations. To assist and inform the joint work of the U.S. and EU in these areas, the two sides exchanged analytically derived "early warning" assessments of global risks under the terms of an information sharing agreement signed at the 2007 U.S.-EU Summit.

Following the signing ceremony, the EU hosted a working lunch that included many senior EU Council Secretariat and Commission officials responsible for crisis management.

While in Brussels, Ambassador Herbst also met informally with members of NATO's International Staff to learn about opportunities to enhance the Alliance's existing mechanisms to meet security challenges in the realm of reconstruction and stabilization relevant to current operations. He confirmed his office's willingness to organize a workshop at NATO Headquarters on May 27. Allies and Partner nations will be invited to share their experience and best practices in building national civil-military capacities in stabilization and reconstruction. At the request of the U.S., NATO is offering the venue for this event, which will provide a forum to discuss reconstruction and stabilization aspects of NATO's "Comprehensive Approach" that was recently endorsed at the Bucharest Summit of Alliance Heads of State and Government. It is our hope that this and future such events will advance efforts to increase international capabilities to contribute to



Foreign Assistance Director Fore commends U.S.-EU Work Plan as framework for joint assistance to countries in crisis (Photo: The Council of the European Union)

crisis management and recovery efforts worldwide.

Stabilization and reconstruction is a challenge not just for the United States, but the entire international community. Through initiatives like the U.S.-EU Work Plan and closer cooperation with NATO, we move



closer to building the necessary global capacity and know-how. The ability to assist states in need through expert civilian engagement will promote peace, stability and prosperity around the globe at the same time it makes Americans and European more secure at home.

S/CRS Profile: Joseph M. Jones, Special Rule of Law and Criminal Justice Advisor

In December 2007, the U.S. Department of Justice (DOJ) assigned Joseph Jones, Senior Counsel for Rule of Law (ROL) and Criminal Justice in the Criminal Division, to a detail position as Special Advisor to the Coordinator for Reconstruction and Stabilization (S/CRS) at the Department of State.

Joe's selection for this new position made sense for two reasons. First, it was consistent with his career-long commitment to public service. Joe served in VISTA (Volunteers in Service to America) prior to law school, and later with the New Haven Legal Assistance Association before joining DOJ in 1977 as a prosecutor of white collar crime. From 1990 to 1998, while in private practice, he helped establish and run the criminal justice wing of the American Bar Association's Central and East European Law Initiative (ABA/CEELI), which assisted the transformation of legal systems in the emerging democracies of Eastern Europe and the former Soviet Union. In 1998 Joe returned to DOJ as Chief of International Development and Training Programs, overseeing DOJ's two full-time criminal justice institutional development and training offices: ICITAP (police, criminal investigations and corrections) and OPDAT (prosecutors, judiciary and statutory reform).



Joseph M. Jones

The second reason that Joe was the right choice for this job is his deep commitment to interagency coordination and whole-of-government planning. His belief in the importance of planning and coordination is rooted in his prosecutorial experience, grew during his tenure at ABA/CEELI, and was decisively reinforced by his work at DOJ in support of the initial efforts to stabilize and reconstruct Iraq in 2003-04 and his subsequent service on an interagency panel examining planning efforts in Iraq and Afghanistan. With this background, Joe says, he "was honored to be given this opportunity by DOJ and State. S/CRS is clearly on the cutting edge of this critical aspect of our foreign policy –

reconstruction and stabilization in post-conflict theaters."

The importance of public security and the rule of law in reconstruction and stabilization (R&S) is reflected in the priority given to these sectors in the \$248.6 million Civilian Stabilization Initiative (CSI) proposed by President Bush in the FY 2009 federal budget. CSI will create several dozen new positions at DOJ as part of the interagency Active Response Corps (described in the January 2008 edition of *Civilian Response*).

While recognizing that public security and criminal justice systems naturally take precedence in R&S operations, Joe argues that it is important to begin planning early to strengthen the other elements of the legal system that are vital to societal and economic stability, including civil courts, administrative law, dispute resolution procedures and anti-corruption mechanisms. Establishing and strengthening credible, effective foreign legal systems that uphold the rule of law and protect fundamental human rights are key elements of DOJ's mission of protecting U.S. national security.

Joe believes that S/CRS is making significant progress in laying the foundation for improving coordination among agencies, overcoming "disconnects" that result not just from different terminology but also from different cultures, missions and approaches. As Special Adviser, Joe gives S/CRS and the broader interagency R&S community access to the full capabilities of DOJ, including operational law enforcement expertise as well as DOJ's extensive experience in the development of security and justice institutions. Joe also strengthens S/CRS' expertise in the drafting of meaningful, outcome-based performance indicators.

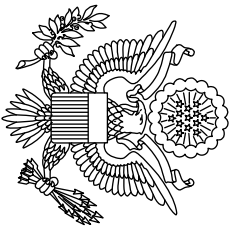
DOJ's willingness to assign an individual with the seniority and experience of Joe Jones has been tremendously valuable to S/CRS and underlines the value of a true interagency whole-of-government approach to the planning, preparation and execution of R&S operations.

Featured on the cover: Ted Kanamine of S/CRS and U.S. Army Captain Amir Gharbi braved the hail at PRT Ghazni to complete a 7-day planning process for U.S. support to the province.

Please send questions and comments to:

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